

Project A-619  
Technical Report No. 2

AUDIT AND EVALUATION  
OF PARK AND RECREATION FACILITIES  
IN CARROLLTON, GEORGIA

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## Foreword

One of the critical parts of any program designed to stimulate industrial and economic growth involves the identification of needs which must be met if the area under study is to clear the way for efficient development of its resources.

This second report in the series being carried out for Carroll County focuses on the needs which exist in the recreational field. The increasing recognition of the significance of such facilities to the overall well-being of a community makes this study an integral part of the much broader analysis of industrial and economic potentials which is underway. The direct bearing which local recreational programs often have on location decisions must also be properly recognized.

As noted in the report, much progress has been made in the recreational field in recent years in Carrollton. It is hoped that this report will serve as a basis for the further action required to provide Carrollton with the full-scale program needed to put it in a fully competitive position to compete for the additional payrolls which are the ultimate aim of the overall project.

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Credit is also due two members of the Industrial Development Division staff: Jerry L. Lewis for reviewing and editing the report draft and Mrs. Louise Marshall who typed the final report.

## Summary of Recommendations

1. The greatest immediate need to bolster Carrollton's recreation program is to employ a full-time parks and recreation director. The director should be responsible for the following:

- a. Planning and carrying out an expanded recreation program.
- b. Providing close inspection of recreation facilities.
- c. Supervising maintenance of the parks and play area grounds.
- d. Preparing long-range plans for the acquisition and development of new parks and playgrounds.

2. Carrollton's recreation program should be expanded to include the following:

- a. A year-round program of activities.
- b. Facilities designed to encourage family-group activities.
- c. Activities for all age groups in the city.
- d. More recreational activities for the female segment of the community.
- e. Additional facilities for the Negro population.

3. It is strongly recommended that a cooperative arrangement be worked out between the Recreation Commission and the School Board to make school grounds available for use as joint facilities to be operated under the supervision of the Recreation Commission when not in use by the schools.

4. To alleviate the problems resulting from the uneven distribution of park area over the city and the lack of space set aside for neighborhood parks, the following action should be taken:

- a. The old high school playfield (new junior high) should be converted into a school-neighborhood playfield to provide additional park space in the southeast section of the city.
- b. The new 60-acre high school site should be developed with both playground and playfield facilities to serve as a large neighborhood park for the residents of the southwest section of the city.
- c. The West Side Elementary School's nine-acre site should be developed to serve as a school-neighborhood playground.

5. Existing recreational areas in Carrollton should be more effectively utilized. The following action is recommended:

- a. Because Griffin Homes Park is the only recreational facility in the southeast section of the city, every effort should be made to encourage its use as a playground. Park grounds

should be maintained, playground equipment should be installed, and the city should provide supervision of activities at the park.

- b. The College Street Elementary School playground should be operated as a joint neighborhood-school playground. The grounds should be maintained during the summer, and the city recreation program should provide for supervision of activities at the park.
- c. To minimize the traffic hazard at the Maple Street School playground, this facility should be open only certain hours each day, activities should be supervised, and the city should provide a policeman to assist children in crossing Maple Street and the railroad.

6. It is recommended that the Recreation Commission begin making plans for the location of new parks to meet the needs of future population growth. The following recommendations should be considered:

- a. When work begins on the southeast Urban Renewal Area project, plans should call for a large park of 15 to 20 acres to serve the residents south of Austin Avenue and east of the railroad and Dixie Street.
- b. Immediate plans should be made to reserve one or two playground sites in the area between Bankhead Avenue and Newnan Road. A small site in the vicinity of Bass Street could serve the close-in-town residents, and a larger site along Cedar Street between Burns Road and Thurman Street could serve all future residents in the area east of Richards Lumber Company.
- c. Immediate plans should be made to locate a playground in the general area of Brunson Avenue and Foster Street to replace the Maple Street playground, which should be used only as long as there is no other space available.
- d. Future plans should call for a large playground in the area of Brumbelow Street between Lovvorn Road and Foster Street to provide playground and playfield space for the future residents of this area.

7. A community recreation center for the Negro population should be developed in the northwest section of the city where three-fourths of the colored families will reside when the new public housing in that area is fully developed and occupied. Plans for the center should be drawn up as soon as possible so that an adequate site can be located and reserved.

8. Careful consideration should be given to the provision of adequate facilities in the park and recreation areas of the city. The following needs deserve attention:

- a. Every effort should be made to complete the development of Lakeshore Park so that swimming pool facilities in the community will be adequate.
- b. A recreation building is needed to provide special facilities such as an arts and crafts room, social room, game room, club room and a reading room or library.
- c. At least four more tennis courts are needed in the community, one of which should be located in the Negro park.

9. A means for acquiring or permanently reserving new park lands should be worked out by the Recreation Commission and the City of Carrollton. Future park areas should be predetermined and reserved at the earliest possible date to assure that these lands will be available.



## INTRODUCTION

Over the past decade many changes have taken place that have affected the traditional patterns of recreation. Improvements in manufacturing technology have made most jobs less demanding upon physical strength, but they now exert a much greater strain upon the mental processes, so that some form of recreation is vital to the emotional well-being of the workers. Increases in real wages and paid vacations have made more money available for recreation, while shorter work weeks and longer vacations have made it possible to spend more time on recreation than ever before. Great strides in improved household equipment and products have enabled housewives to spend less time in chores at home. The greatly expanded and improved highway system and almost universal ownership of automobiles have added greatly to the mobility of people in their search for pleasurable activities.

Not only is more time now available for recreation, but the need for diversified recreational opportunities is greater than ever before. Industrialization has crowded men and women into the monotonous manufacturing processes of factory work or into the routines of highly specialized business offices. The boredom of performing monotonous tasks points up the need for providing a variety of recreational activities to counteract the tensions under which so many people work.

An equally important aspect of recreational diversification is the need for providing activities designed to satisfy the various age groups within the population. Recreation is almost universally recognized as indispensable to the proper physical and mental growth of children and as an aid to reducing juvenile delinquency. The usual types of recreation for active children of all ages are tot lots, playgrounds and playfields. Youths and young adults can also make use of the same playfield facilities.

The great increase in life expectancy, with the resultant large number of older people in our society, presents an increasing demand for recreational facilities gauged to their needs, desires and abilities. For adults, parks for semi-active and passive pursuits are needed. Parks are also eagerly sought by family groups and, therefore, usually have areas set aside for more active uses. In addition to the obvious recreation values, parks and open spaces have great value in providing a more attractive place to live by creating that "breath of air" or "green area" within the community.

In the ever-increasing competition for new industry, it is becoming more evident that just having suitable industrial land, modern express highways, a trained labor pool, mainline railroads, ample water supply, and other facilities as attractions is often not enough, because most other areas can make similar claims. If an industry is to induce its management and employment staff to relocate, it must look also to the educational, recreational and other cultural facilities in the new location before deciding to move. Areas that can boast of well-rounded recreational facilities and other cultural amenities find them invaluable inducements in their industrial promotion programs.

The primary objectives of this study are to appraise Carrollton's existing park and recreation facilities and determine what deficiencies, if any, need immediate attention. The first section of the report contains an audit of existing facilities, broken down by ownership -- city, school and private. Each area is identified and discussed with reference to location, size, use, equipment and recommendations for continued and/or future use. The second section contains recommendations of a more general nature as they relate to the overall recreation program and facilities in Carrollton. An appendix is included to offer a ready reference to definitions and standards of the more general types of recreation areas and facilities.

WHAT CARROLLTON HAS  
Development of Recreation Program

When the present Recreation Commission was appointed to office in 1956, Carrollton had no organized recreation program nor did the city provide the Commission with a budget. The only facilities consisted of a recreation building and swimming pool (both in poor state of repair), an acre bowl-shaped park overgrown with weeds and strewn with trash, and a combination football-baseball field devoid of grass and lacking proper grading. Since then the Commission has made notable advances in providing recreation opportunities for the citizens of Carrollton.

The Commission's first budget -- a \$250 monthly allotment -- was provided in April, 1956. The Commission continued to operate on this monthly amount until 1959, when the appropriation was increased to an annual amount of \$4,800. By 1962, the budget had grown to \$12,000.

With this modest beginning the Commission was able to paint and repair the recreation building and restore the swimming pool to a safe and sanitary condition. A full-time combination janitor and maintenance employee was secured to maintain the park grounds and keep the swimming pool and recreation building clean. A new site was obtained for a baseball field. The old combination football-baseball field was redesigned (graded, grassed and bleachers installed) to be used exclusively for football. Recently a new lighting system was installed on the football field to replace the original system which was designed for baseball.

In the summer of 1957, with an additional grant of \$750, the Commission secured the services of a recreation director to plan and supervise a three-month program for the children of the community. This summertime program has continued to expand each year, resulting in a total staff complement of 10 persons to supervise the 1962 program. The present staff consists of a baseball director and three assistants, a tennis instructor, a swimming pool manager and three swimming instructor-life guards, and a supervisor of the Negro program.

Foremost among the Commission's accomplishments has been the acquisition of an 18-acre park site and the preparation of a master plan for its development. Except for the construction of the proposed recreation building and swimming pool, development of the park has proceeded according to the plan.

The progress made over the past six years by the Recreation Commission toward bringing Carrollton a well-rounded recreation program would not have been possible without the enthusiastic support and assistance of the civic clubs, fraternal organizations, women's clubs, city council, school board, local business and industry, and numerous other interested citizens. This all-out effort, however, has simply resulted in "catching up" in providing for the immediate recreation needs of the children and a limited number of adults in the community. The next major effort for the commission should be the development of a long-range parks and recreation master plan for the city.

#### Existing Recreational Facilities

Table 1 shows the inventory of Carrollton's existing recreation facilities. In total acreage, Carrollton exceeds the national standard of one acre of open space per 100 population. However, by removing Lake Carroll (175 acres), the total park and recreation space is reduced to a mere 26.8 acres of city-owned property. School property accounts for 13.0 acres. Thus about 40 acres of playground and playfield space are available to the more than 11,000 citizens of Carrollton. Privately-owned recreation land exceeds 90 acres.

Not shown in Table 1 but indicated on the city map are two new school sites. Carrollton's new high school (12) is under construction on a 60-acre site. This site is of sufficient size for the development of a large park and playground area to serve the southwest section of the city. The proposed West Side Grammar School (13) is to be constructed on a nine-acre tract. While this is not a large site, it is of sufficient size to accommodate playground space for the small children living in the school's immediate area. Thus, when the new schools are constructed, Carrollton will have almost 110 acres of city and school park and playground space available.

#### City Recreation Areas

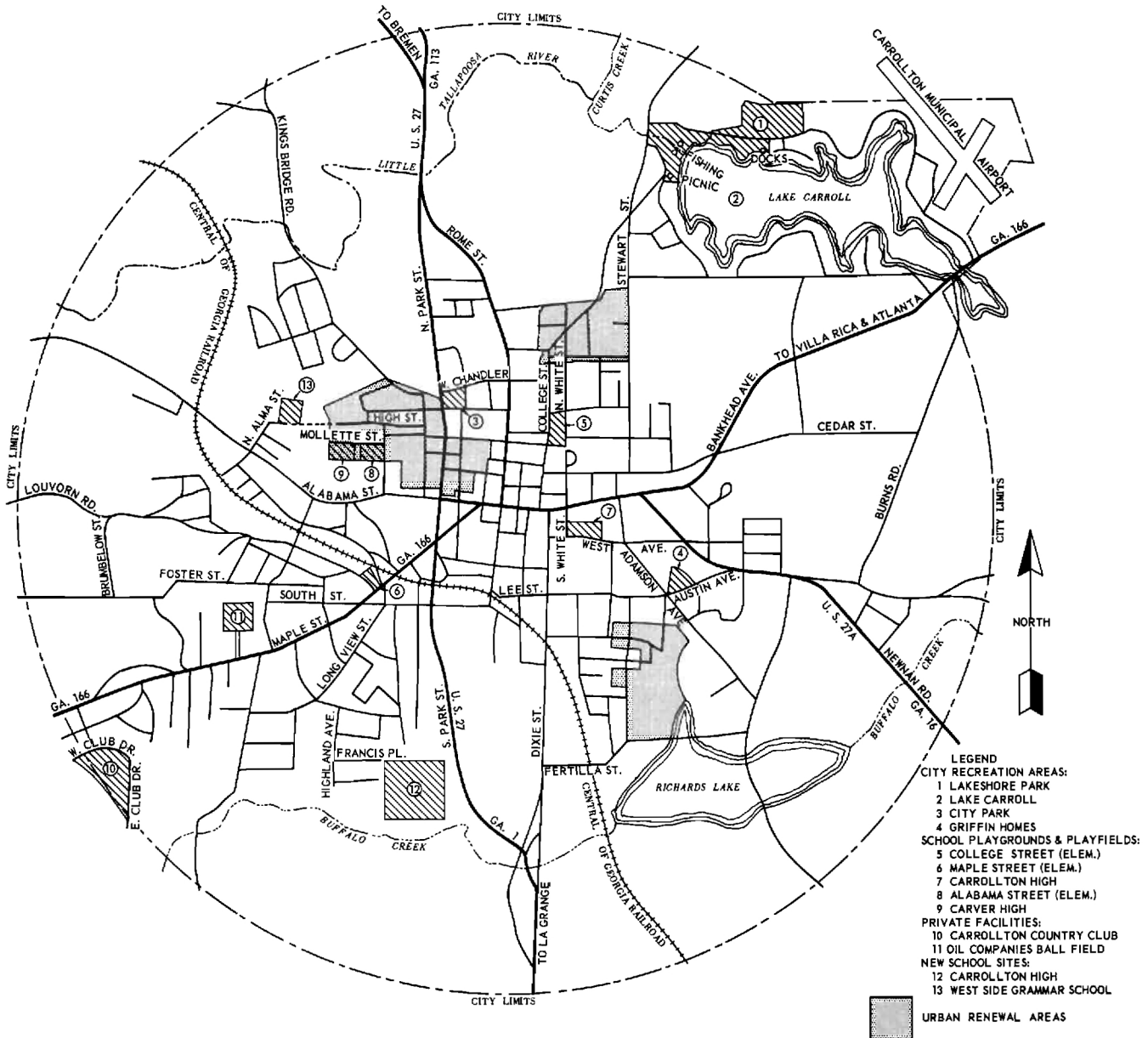
Lakeshore Park and Lake Carroll. Comprising a total of 193 acres, these two facilities can be classified as Carrollton's urban park which includes playfield and playground facilities. The function of this park is to serve the entire community rather than just one segment or neighborhood of the city. Boating, fishing, swimming, picnicking, water skiing, and overnight camping are activities normally provided in an urban park.

Table 1

INVENTORY OF PARKS AND RECREATION FACILITIES  
(Carrollton, Georgia, June 1962)

<u>Park or Play Area</u>	<u>Map No.</u>	<u>Area (Acres)</u>	<u>Facilities and Equipment</u>
City Recreation Areas:			
Lakeshore Park	1	18.0	Picnic area and camping, two Little League diamonds (one lighted), two lighted tennis courts, baseball diamond, $\frac{1}{4}$ mile and 220 straightaway track
Lake Carroll	2	175.0	Boating, swimming, fishing, water skiing, picnicking
City Park	3	2.8	Swimming pool, gym, playground equipment and picnic area; park lighted for night use
Griffin Homes	4	<u>6.0</u>	Baseball diamond and swings
Total acres		201.8	
School Playgrounds and Playfields:			
White:			
College Street (Elem.)	5	3.0	Ball diamond, basket ball court and playground equipment
Maple Street (Elem.)	6	2.0	Ball diamond, basketball court and playground equipment
Carrollton High	7	4.0	Football field and volley ball courts
Negro:			
Alabama Street (Elem.)	8	2.0	Playground equipment, horseshoe and badminton court
Carver High	9	<u>2.0</u>	Athletic field (no permanent equipment)
Total acres		13.0	
Private Facilities:			
Carrollton Country Club	10	83.0	Nine-hole golf course, putting green, swimming pool, two tennis courts, fishing, swings, slides and shuffle-board
Oil companies' ball field	11	<u>8.0</u>	Ball diamond
Total acres		91.0	
Grand Total		305.8	

# MAP 1 PARK AND RECREATION AREAS IN CARROLLTON, GEORGIA (1962)



At present, Lakeshore Park's role as a playfield (a park located within one-half to one mile walking distance from every house) serves only a limited number of citizens in the northeast section of the city. However, as continued growth takes place with the opening of new subdivisions in this section of Carrollton, Lakeshore Park will function more as a playfield and playground and less as a part of an urban park. Likewise, with continued growth in the northeast section, Lake Carroll will be used more and more by the residents in the immediate area, thus tending to become a more localized recreational facility.

City Park. With its gymnasium, swimming pool, picnic pavilion and playground equipment, City Park more nearly meets the requirements of a community center than any of the recreation areas in the city. Its location near the center of town makes it equally convenient to all residents in Carrollton. However, the park site of 2.8 acres is so small that off-street parking cannot be provided, and space is not sufficient to expand facilities. A community center generally includes a gymnasium, assembly hall, social room, informal reading room, arts and crafts room, and club or multi-use rooms.

Griffin Homes Park. This six-acre park site owned by the Housing Authority of Carrollton is located in the southeast section of the city. It is the only parcel of land in this part of the city that by definition qualifies as a neighborhood playground. While this park contains a baseball diamond and swings, there is no visible evidence that it is being used for such recreation purposes. Because Griffin Homes Park is the only recreational facility in the southeast section of the city, every effort should be made to encourage its use as a playground. Park grounds should be maintained, playground equipment should be installed, and the city should provide supervision of activities at the park.

#### School Playgrounds and Playfields

College Street Elementary School. This three-acre playground is well equipped with play apparatus for small children. The ball diamond and outdoor basketball court provide space for activities for older children in the neighborhood. This playground is needed by the city as a neighborhood park. It should be operated as a joint neighborhood-school playground. The grounds should be maintained during the summer and the city recreation program should provide for supervision of activities at the park.

If College Street playground can be maintained as a neighborhood park, the residents in the northeast section of the city will have the most adequate recreation facilities within walking distance of any section of the city.

Maple Street School Playground. This two-acre playground is well equipped with play apparatus for small children and has a ball diamond and an outdoor basketball practice court. While this playground is poorly located with respect to pedestrian traffic -- almost all of the children who live within walking distance have to cross a major thoroughfare (Maple Street) or the railroad -- it nevertheless should be maintained as a recreation facility as long as the school board retains the site for school purposes. At present it is the only public playground area in the southwest section of Carrollton. The traffic hazard can be minimized if the playground is open only certain hours each day and closed the rest of the time. During the time the playground is open, activities should be supervised and the city should provide a policeman to assist the children with crossing the street and railroad.

Carrollton High. This four-acre high school playfield is not likely to be available for neighborhood park use as long as the site is used for the high school football stadium and volleyball courts. However, after the new high school is occupied and this school becomes a junior high, the playfield could be designed so as to serve as a community playfield as well as a school facility. The use of this site for a community park would then provide the southeast section of the city with two playground and playfield facilities.

Carver High and Alabama Street Elementary Schools. These two schools have about four acres of recreation space. The elementary play area is equipped with playground apparatus, a badminton court and an area for horse-shoes. The high school athletic field has no permanent facilities because it is part of the city cemetery and will eventually be used for graves.

At present this is the only public recreation space available to the residents in the northwest section of the city. The summer recreation program sponsored by the Recreation Commission for Negro residents of Carrollton is based at Alabama Street Elementary School. Unless the site is enlarged through urban renewal to provide a larger recreation area for the schools and neighborhood, only two acres of play space will remain when the athletic field reverts to cemetery use.



## Private Facilities

Carrollton Country Club. Comprising 83 acres, the Carrollton Country Club, open only to members and their guests, supports the city's only golf course (nine-holes) and putting green. Other recreation facilities available to members include a swimming pool, two tennis courts, fishing in a 10-acre lake, and shuffleboard. Swings and slides are provided for the members' small children. The clubhouse has several small meeting rooms and one large ballroom which is used for large parties or gatherings. Lunch is served daily in the club dining room.

Oil Companies' Ball Field. This eight-acre tract of land is owned by the oil distributors and service station operators in Carrollton. Except for a baseball diamond, the area is undeveloped. The city recreation board provides supervision of the ball games at this park.

WHAT CARROLLTON NEEDS  
General Considerations

Objectives

The principal objective of Carrollton's recreation plan is to provide adequate recreation space and facilities, including open space for its future citizens regardless of economic status. However, just providing space is not enough. The recreational areas should be within reasonable proximity to the segments of population for which they are designed and should be sufficiently large to accommodate without crowding all of the activities to be incorporated in the areas. Finally, all recreation areas must have adequate maintenance and supervision. It would be unwise for Carrollton to develop more "places for playing" than it can afford to keep in good condition and well supervised.

A plan for parks and recreation areas must be tailored to the community's needs. A densely populated, congested area will require more small, closely spaced recreation areas than a less densely populated one. A sparsely populated single family neighborhood will have little need for "tot lots"<sup>1/</sup> because small children in that neighborhood will play at home in their yard. Likewise, playgrounds and playfields of the recommended minimum size (three-acres) are less desirable in a single-family area than in a more densely populated area. Small, closely spaced ( $\frac{1}{4}$  mile) parks in a single-family area can become nuisances which will tend to devalue adjacent properties if not adequately buffered to protect surrounding property owners from dust and noise.

With minor exceptions, Carrollton's neighborhoods fit the description of single-family areas. The only need for "tot lots" in a park and recreation plan for this city is to provide some play space for small children in the larger city parks such as Lakeshore Park. Also, playgrounds and playfields need not be placed any closer than one-half mile to all homes served. These parks should contain a minimum of five acres, however, to afford adequate land to provide buffer areas between the parks and adjacent properties.

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<sup>1/</sup> See appendix for definitions of recreation areas.

This study is primarily concerned with outlining the recreation needs for Carrollton, i.e., playgrounds, playfields, city parks, and community recreation centers required for the neighborhoods and the city. If all of the recreation objectives outlined above are accepted, the city will need roughly one acre of open space for each 100 of its population, and about one-fourth of this space should be equally divided between neighborhood playgrounds and playfields.

Although no attempt is made in this study to locate urban parks, regional parks, regional reservations and other specialized areas and facilities, the appendix lists their standards, so that the scope and function of a modern recreation program may be better understood. Planning for these facilities should be carried out at the regional or state level. Should Carroll County join with surrounding counties to form a regional development group, this group would be the logical one to plan for the recreation needs of the region.

#### Population Characteristics and Projections

A continuing study of Carrollton's population is essential to an understanding of the park and recreation needs of the city.

In 1960, there were approximately 11,000 people in Carrollton. The recreation needs of these people differ widely, and one of the primary reasons for this difference is that of age. Table 2 classifies the population of the city by five main age groups. The different recreational needs of these age groups must be provided for in a well-rounded program.

Although no population projections have been made for Carrollton's future population by age group, the city's total population has been projected to 1980. Figure 1 shows the changes in total population from 1910 to 1960 with a low, medium and high projection for 1970 and 1980. In preparing a long-range parks and recreation program, the city can expect to plan for a minimum of 12,300 people by 1970 and 14,200 by 1980 (low estimate). However, the middle projection indicating populations of 13,600 and 17,500 for 1970 and 1980, respectively, is believed to be more in line with the expected growth of the city over the next 10 to 20 years. Based on the latter, Carrollton will need 140 acres of park and recreation space by 1970 and 175 acres by 1980.

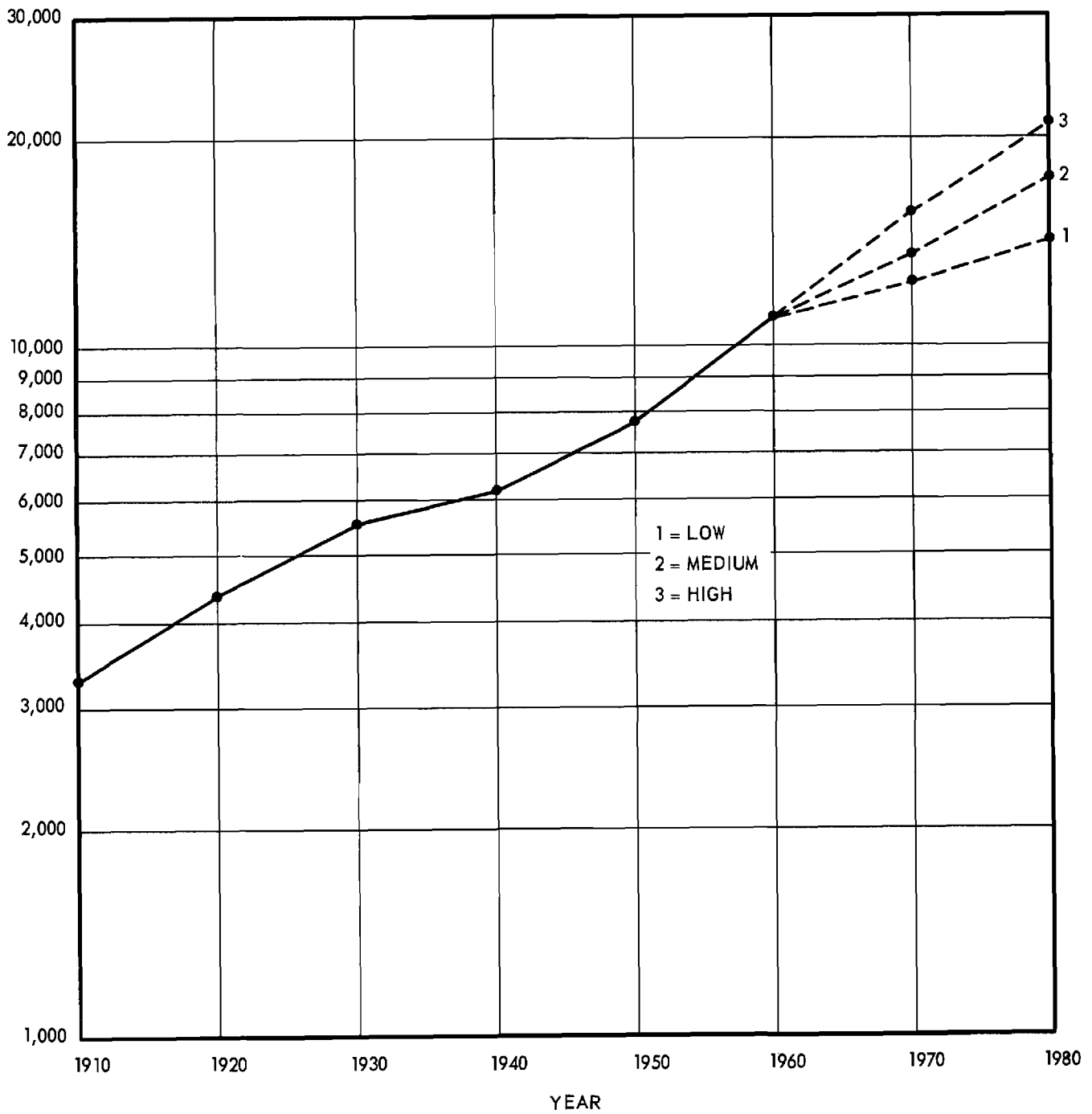
Table 2

CHARACTERISTICS OF FIVE SELECTED AGE GROUPS  
CARROLLTON, GEORGIA

<u>Age Group</u>	<u>1960 Population</u>		<u>Total Increase</u> <u>1950-1960</u>		<u>School Years</u>	<u>Type of Park or Recreation Facility Required</u>
	<u>Number</u>	<u>% of Total</u>	<u>Number</u>	<u>Percent</u>		
All ages	(10,973)		(3,220)	(41.5)		
Under 5	1,288	11.7	376	41.2	Pre-school	Playlots
5 - 14	2,164	19.7	907	72.2	Kindergarten- Junior high	Park-playground
15 - 24	1,869	17.0	858	84.9	High school- College	Park-playfield
21 and over	6,270	57.1	1,380	28.2	--	(Park-playfield, area park and special facilities)
65 and over	933	8.5	359	62.5	--	

<u>Age Group</u>	<u>White Segment</u>				<u>Non-White Segment</u>			
	<u>1960 Population</u>		<u>Total Increase</u> <u>1950-1960</u>		<u>1960 Population</u>		<u>Total Increase</u> <u>1950-1960</u>	
	<u>Number</u>	<u>% of Total</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>% of Total</u>	<u>Number</u>	<u>Percent</u>
All ages	(8,472)		(2,370)	(38.8)	(2,501)		( 850)	(51.5)
Under 5	885	10.4	188	27.0	403	16.1	188	87.4
5 - 14	1,543	18.2	615	66.3	621	24.8	292	88.8
15 - 24	1,472	17.4	758	106.2	397	15.9	100	33.7
21 and over	5,045	59.5	1,005	24.9	1,225	49.0	285	30.3
65 and over	802	9.5	344	75.1	131	5.2	15	12.9

FIGURE 1  
CARROLLTON POPULATION 1910 TO 1960  
WITH PROJECTIONS TO 1970 AND 1980



## Recommendations

### Parks and Recreation Director

Probably the greatest immediate need to bolster Carrollton's recreation program is to employ a full-time parks and recreation director. The 1962 summer program with a staff of 10 persons is evidence that the city's recreation program is continuing to expand each year. However, under present arrangements whereby the Recreation Commission, under the leadership of its chairman, has full responsibility for directing the program and supervising maintenance and upkeep of facilities, the task is becoming too demanding on the time and efforts of these volunteer citizens.

The recreation program needs to be expanded to:

1. include a year-round program of activities,
2. provide facilities designed to encourage family-group activities,
3. include activities for all age groups in the city,
4. provide more recreational activities for the female segment of the community, and
5. provide additional facilities for the Negro population.

A full-time parks and recreation director would be responsible for planning and carrying out the expanded program. He would have time to provide closer inspection of facilities and supervise maintenance of the parks and play area grounds. It would be his responsibility to prepare long-range plans for the acquisition and development of new parks and playgrounds.

With the employment of a full-time director, the way may be opened for a cooperative agreement between the Recreation Commission and the School Board for joint use of school playground and playfield facilities. During the summer when school is not in session, the director could be made responsible for supervision of activities at the school playground and for the maintenance of equipment and upkeep of the grounds.

### Neighborhood Parks and Playgrounds

Based on total acreage Carrollton has ample land to meet its recreational needs -- school properties include a total of 82.0 acres (includes new school sites) and city parks some 26.8 acres. The above assumes that school playgrounds and playfields are available for city recreation purposes. If this assumption is false, total recreation space is quite inadequate and the city

may find it quite difficult to provide enough land to meet its recreation space needs. One means of assuring the availability of school grounds is for the Recreation Commission and School Board to work out a cooperative arrangement whereby these lands can be used as joint facilities and operated under the supervision of the Recreation Commission when not in use by the schools. It is strongly recommended that such a cooperative arrangement be worked out and put in effect as soon as possible.

When an agreement is reached whereby school grounds are used as joint facilities, school buildings and other permanent structures must be adequately protected from possible damage when the play areas are used for recreational purposes. Fences or other protective devices should be erected to separate the play areas from the buildings.

An analysis of the use and location of school grounds and city park areas reveals several deficiencies. One major weakness is the uneven distribution of park area over the city. Almost 90% of city-owned park land is accounted for by Lake Carroll and Lakeshore Park. These two parks, together with City Park and College Street School -- all located in the northeast section of the city -- account for 198.8 acres of the 214.8 acres of public recreation space in the city. The southeast section has only six acres of park space, the southwest section has two acres, and the northwest section has four acres.

The uneven location of park lands points up another deficiency -- the lack of space set aside for neighborhood parks (defined as five acres of play area spaced within one-half mile from all homes served). Without the use of school playgrounds to serve in the dual capacity of school-neighborhood playgrounds, Carrollton can claim only one neighborhood park -- Griffin Homes -- and at present this park is not being put to use. While serving the entire community because of special facilities, City Park and Lakeshore Park also provide neighborhood facilities. In the strictest sense they should not be classified as neighborhood parks, however.

With the construction of the new high school and West Side Elementary School, the deficiencies in location and use should be greatly reduced. The old high school playfield (new junior high) can be converted into a school-neighborhood playfield, thus adding another four acres of park space in the

southeast section of the city. The new high school with its 60-acre site can improve immensely the poor recreation conditions that now exist in the southwest section of the city. This school site should be developed with both playground and playfield facilities to serve as a large neighborhood park for the residents in the southwest section of the city. The West Side Elementary School's nine-acre site should be developed to serve as a school-neighborhood playground. While this will help considerably the recreation needs for the small children in the northwest section of the city, it will not solve the needs of the older children and adult members of the neighborhood.

Most of the immediate playground space needs will be met if the above recommendations can be put into effect, but future growth will require additional park space to be set aside. It should also be recognized that not all of the above areas are well located for playground use and as new areas are developed some of the existing areas may well be abandoned. For example, the Maple Street playground should be used only as long as there is no other space available. When Austin Avenue becomes a major crosstown connector street, the Griffin Homes park site will become less attractive for use by smaller children residing south of this thoroughfare because of increased traffic. On the other hand, the new proposed junior high school site location will be improved as soon as the volume of traffic Dixie Street now carries is shifted to new U. S. 27. Caution should be exercised when locating new parks -- each should be located so that the children will not have to cross the railroad or major traffic arteries to get to the playground.

It is recommended that the Recreation Board begin making plans for the location of new parks to meet the needs of future population growth. When work begins on the southeast Urban Renewal Area project, plans should call for a large park of 15 to 20 acres in the area. Such a park would serve the residents south of Austin Avenue and east of the railroad and Dixie Street. It should be developed with facilities to serve family groups as well.

Continued eastward residential development in the area between Bankhead Avenue and Newnan Road will create new demands for playground facilities. Immediate plans should be made to reserve one or two playground sites in this area. A small site in the vicinity of Bass Street could



serve the close-in-town residents and a larger site along Cedar Street between Burns Road and Thurman Street could serve all future residents in the area east of Richards Lumber Company.

On the west side of town, in the area between Maple Street and the railroad, only one public playground (Maple Street School) is presently available. As indicated in previous discussions this is a poorly located playground. Immediate plans should be made to locate a playground in the general area of Burnson Avenue and Foster Street so as to abandon the use of this playground. Future plans should call for a second and larger playground in the area of Brumbelow Street between Lovvorn Road and Foster Street to provide playground and playfield space for the future residents of this area.

#### Community Recreation Center

One of the major recreation needs in Carrollton is the provision of adequate recreation facilities for the Negro population. About half of the city's Negro population presently lives in the northwest section of the city, and by the time the new public housing facilities (Negro) are occupied and the northeast Urban Renewal Area is cleared, nearly 75 per cent of the Negro families will reside in this section.

The only recreation areas available in the northwest section are the playgrounds at Carver High and Alabama Street Elementary Schools. Because the Carver High athletic field is cemetery property, no permanent playground equipment can be installed and as the cemetery expands this playground space will eventually be taken over by graves.

If the city cannot acquire additional acreage at this location, as recommended in Carrollton Looking Ahead,<sup>1/</sup> to enlarge the playground and playfield space and develop a recreation center, the city should take immediate action to reserve land, centrally located in the neighborhood, for a park. From 20 to 30 acres (estimate based on 1960 Negro population of 2,500) would be an ideal size.

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<sup>1/</sup> Menhinick and Little, Inc., Carrollton Looking Ahead - A Plan for Carrollton's Future, April, 1951, p. 50.

Such a park should be developed as a community center to serve all ages of the population as shown in Table 2. Indoor facilities should include a gymnasium and two or three multiple-use rooms for games, arts and crafts, reading and social or club use. Outdoor facilities should include a minimum of three acres for playground space equipped with swings, slides, sandbox and other playground apparatus for small children. The playfield should include a baseball diamond, softball diamond and space for other field sports. The park should have at least one tennis court and a splash or spray pool in lieu of a swimming pool. Provision should also be made for picnic sites -- with grills and tables -- and quiet areas with benches and swings where the older members of the community could enjoy the outdoors.

It is recommended that the Recreation Commission make a study to determine the availability of land in the northwest section as the recreation needs in this area are the most acute in the city. A park site should be acquired while vacant land is still available.

The most centrally located open land in this area is north of High Street along the small creek that flows north from Alabama Street to the Little Tallapoosa River. However, to develop a park along this creek would necessitate the elimination of its use for waste disposal. In its present state it is an open sewer that should be cleaned up regardless of whether the stream is to serve as an attractive asset in a park or just remain in its natural state.

#### Recreation Facilities

In addition to selecting the more suitable locations and providing ample space for parks, Carrollton must consider the provision of adequate facilities in the parks. Tables 3 and 4 are presented to show Carrollton's present and future needs for indoor and outdoor facilities.

Every effort should be made to complete the development of Lakeshore Park. The swimming pool at City Park is less than adequate for a city the size of Carrollton. Because of the pool's heavy use and overcrowding by the children in the community adults do not use it as much as might be expected. With the addition of the new pool at Lakeshore Park this deficiency will be eliminated. In fact the new pool, if constructed as planned, will insure the adequacy of Carrollton's swimming facilities to meet the expected 1980 needs. (See Table 3.)

Table 3  
CARROLLTON'S PRESENT AND FUTURE NEEDS FOR OUTDOOR FACILITIES

<u>Unit</u>	<u>Unit Standard</u>	<u>Present Needs</u>	<u>Needs by 1980</u>
Total Acreage	1 acre/100 population	110 acres	175 acres
Playground (includes totlot)	1 acre/800 population	13.7 acres	21.9 acres
Playfield (includes totlot)	1 acre/800 population	13.7 acres	21.9 acres
Softball Diamond	1/3,000 population	4 diamonds	6 diamonds
Baseball Diamond	1/6,000 population	2 diamonds	3 diamonds
Tennis Court	1/2,000 population	6 courts	9 courts
Swimming Facilities	Capacity for 3% of population at a time, at 12 sq. ft. per person	3,960 sq. ft. of swimming facilities	6,300 sq. ft. of swimming facilities

Table 4  
CARROLLTON'S PRESENT AND FUTURE NEEDS FOR INDOOR FACILITIES

<u>Unit</u>	<u>Standard</u>	<u>Present Needs</u>	<u>Needs by 1980</u>
Recreation Building (includes auditorium)	1/20,000 population	1	1
Gymnasium	1/10,000 population	2	2
Reading Room or Library	1/10,000 population	2	2
Social Room	1/10,000 population	2	2
Game Room	1/10,000 population	2	2
Arts and Crafts Room	1/10,000 population	2	2
Club Room	1/4,000 population	3	5

The recreation building is needed to provide special facilities such as an arts and crafts room, social room, game room, club room and a reading room or library. The present gymnasium at City Park is used to its fullest but will be adequate for adult basketball and other indoor sports if a new gymnasium is constructed in the northwest section of the city to serve the Negro population. This estimate of recreational needs does not give any consideration to the city's needs or plans for providing gymnasium facilities for public school use.

A comparison of Table 1 with Table 3 indicates that ball diamonds (baseball, little league and softball) are sufficient in numbers for a city the size of Carrollton. But at least four more tennis courts are needed in the community, one of which should be located in the Negro park.

#### Land Acquisition

Since city finances are limited, the Recreation Commission needs to consider ways of acquiring park land before resorting to a special bond issue or tax assessment to provide funds necessary to purchase land. The four most common methods of acquiring land for recreation purposes are through dedication, purchase, gift and transfer.

The direct purchase of land is perhaps the most used method. A major drawback to this method is that many times transactions may be unduly delayed whenever the city lacks sufficient funds to purchase high cost land or satisfactory terms may be difficult to arrange because of multiple or absentee ownership of the land.

Whenever land costs are too high, the cost to the city can be lowered somewhat if some of the proposed playgrounds and playfields are included in redevelopment projects under the terms of the Federal Housing Act of 1949. Two proposed facilities are in areas designated for redevelopment in the Future Land Use & Major Thoroughfare Plan.<sup>1/</sup> Under the terms of the 1949 Housing Act the difference between the cost of acquiring and clearing a site and its value for the proposed new use is written off, and the Federal Government contributes two-thirds of the write-down cost. In the case of an area to be redeveloped for playground or playfield use, the city would bear the following costs: that part of the acquisition cost which is considered to be the property's fair re-use value, one-third of the write-down cost, and the cost

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<sup>1/</sup> Menhinick and Little, Inc., Carrollton Looking Ahead - A Plan for Carrollton's Future, April, 1951.

of developing the property for recreation use. Projects on this basis might have substantially lowered site acquisition costs.

In addition to reducing costs through urban renewal, the city may rely upon fees and charges to aid in the financing of the recreation program. However, this technique does not usually generate sufficient income for the purchase of new property but does aid in supplying operational funds.

Two methods of land acquisition (transfer and gift) have already been used successfully by Carrollton in assembling the 18-acre Lakeshore Park site. Some 13 acres owned by the city and subdivided for residential use were transferred to the Recreation Commission for park use. The remaining five acres were donated by a private citizen after being informed of the plans for the park and the need for additional acreage.

Dedication, the fourth method of acquiring land, is provided for in Carrollton's subdivision regulations. Article III, Section D, sub-section 1 provides:

Public Open Spaces. Where a neighborhood park or recreation area or public access to water frontage, shown on an official map or in a plan made and adopted by the Planning Commission, is located in whole or in part in the applicant's subdivision, the Planning Commission may require the dedication or reservation of such open space within the subdivision up to a total of 10 per cent of the gross area or water frontage of the plot, for park or recreational purposes.

It is recommended that the Recreation Commission contact the Planning Commission and request a restudy of this sub-section in the light of amending it to require that coverage be extended to all subdivision of land. Further, the amendment should permit the Planning Commission at its discretion to accept an equivalent amount of money in lieu of reserving land, which would be used to purchase land for recreational purposes.

This recommendation is based on the premise that the subdivision regulations should require the developer of a subdivision to donate or reserve a certain percentage of the total land being subdivided for recreation purposes or make a cash payment to a special fund which is used exclusively to purchase land for recreational purposes. Many times land donated under such a practice is not suitable for any purpose, including recreation, and soon becomes a weed trap or burdensome to the community; or in the smaller subdivisions, the land may be too small to be used in a practical manner, or if large enough, requires the donation of an excessive amount of land by the subdivider. That is, there is the danger that the above requirements

for dedication of a fixed percentage of land may result in small, scattered park areas which are difficult to maintain or even, in some cases, unsuitable for park purposes and which cannot be made to conform to a well-conceived plan for open space.

Since the recreation area may attract citizens from a considerably wider area than the new subdivision, Carrollton may find it more desirable to require a fee per lot or acre of land or an equivalent amount, instead of land, to be paid into a special fund established to purchase recreation lands at suitable locations to serve the entire neighborhood. These funds could then be augmented with city funds to spread the cost more evenly over the neighborhood or city.

Thus the amendment would provide the Recreation Commission with either suitable park space or funds with which it could purchase needed lands.

Another more readily available means toward meeting the recreation needs of Carrollton is the joint school-recreation use of school properties. While this does not necessarily represent a means of acquiring land, it is one technique that has been stressed throughout the report. This program is especially desirable, because most of the neighborhoods would be without recreation space if the children were not permitted to use the school playgrounds and playfields. In this way, the sanitary facilities, gyms, meeting rooms, parking lots and playfields could be used more fully by the community without the added expense of duplicate facilities for recreation purposes. The cost of such a program could be shared jointly by the school board and the Recreation Commission.

Appendix 1  
TYPES OF RECREATION AREAS

There are two general types of recreation areas: (1) playgrounds and playfields, and (2) parks. Playfields and playgrounds are for active persons and include tot lots for pre-school children. Playgrounds are designed for children six to 14 years of age, while playfields are designed for older children, youths, and active adults. Parks ordinarily include neighborhood parks, large city parks, and regional parks and reservations. They are usually for more passive pursuits in naturalistic settings, but they may contain areas for active sports or special activities.

In addition to these areas, there are small ornamental parks, historical sites, fairgrounds, swimming pools, tennis courts, golf courses, picnic grounds, community centers, outdoor theaters, and the like.

Based on standards recommended by the National Recreation Association, the principal features of each type are outlined below.

1. The Tot Lot. The tot lot is a small area, generally 2,000 to 5,000 square feet in size, intended primarily for pre-school age children under their parents' supervision. It is usually provided in congested neighborhoods where private backyard play space is not available or adequate. Its location may be in the interior of the city block or as a part of a neighborhood park or playground, and it should be within one-eighth of a mile (approximately 660 feet) of all families it serves. The tot lot is often designed as an integral part of an apartment development, particularly where other play opportunities for children are not available. Its principal features are a few types of simple, safe, attractive playground apparatus, benches for mothers, sand boxes, open space for sunning and games, and a walk or paved area for wheeled toys.

2. The Neighborhood Playground. This is the chief outdoor play center of the neighborhood and should be designed for children six to 14 years of age. Its size may vary from three to seven acres (five acres minimum desirable), and its location should be approximately one-fourth to one-half mile from all homes served. Its heaviest use is by school-age children. However, the area can be placed where young people and adults can enjoy games and where the entire neighborhood can gather for games and other

activities. The principal features of the neighborhood playground usually are a playground apparatus area, open space for softball or baseball, courts for games, shaded area for quiet activity, a spray pool, and a shelter for arts and crafts. The preferred location for a playground is adjacent to an elementary school.

3. The Playfield. A playfield provides facilities for diversified recreation activities for young people of high school age and adults, 15 years and older, although a section is frequently developed as a playground. A part of the playfield is often set aside for athletics or highly specialized sports such as football, softball or baseball. The size may range from 12 to 50 acres (20 acres minimum desirable). Its location should be within one-half to one mile of every home served and preferably should adjoin or be near a junior or senior high school. The playfield should provide most of the following features: playfield for older boys and men; playfield for older girls and women; tennis courts, lawn and other court games; shelter building, swimming pool, outdoor theater, a picnic center and ample automobile parking space; park and landscaped area for passive recreation enjoyment; and, where needed, a separated section for children's playground including a tot lot for small children.

4. The Landscaped Neighborhood Park. This unit usually is designed primarily as a landscaped park in a neighborhood, and advantage is often taken of scenic features such as a valley, a stream or woodland. No active recreation facilities are provided in these areas.

5. The Urban Park. An urban park is usually located within or near the city limits to give the city dweller a frequent opportunity to get away from the noise and rush of city life and enjoy contact with nature. This type of park is seldom smaller than 100 acres and may range up to 400 acres. It is seldom possible to standardize the layout for this type of park, since its value lies in the effective utilization of its natural features, such as streams, lakes, woodland, open lawn, meadow and glen. Ample space may be provided for swimming pool, picnicking and field sports.

6. Regional Park. The regional park, located outside the urban area, is somewhat larger than the urban park and is recommended to be at least 400 acres; it should be maintained mostly in its natural state. Attractive picnic areas, water features, especially swimming, and other areas for rest



and relaxation contribute greatly to its value. Only the necessary roads should be provided as access where areas of intensive daytime use are to be developed; other areas should remain as naturalistic as possible. Extended-stay camping facilities are not necessary.

7. Regional Reservation. The reservation is a very large tract of land with several outstanding scenic features which is kept primarily in its natural state. Parts are made available for such recreational uses as hiking, camping, picnicking, fishing, swimming, nature study, and winter sports. Flood control projects, stream valleys, and reservoirs, as features of attraction, often afford an opportunity for a public reservation. In size, the reservation should desirably include 1,000 acres or more of land. Almost always located outside the limits of cities and towns, it serves an entire region, including several counties. The reservation is never intensively developed. However, there might be overnight camps, picnic areas, water and winter sports, hiking trails, bridle paths, refreshment facilities, and buildings for special use centers.

8. Specialized Area and Facilities. These include golf courses, bathing beaches, swimming pools, athletic fields and stadiums, scout camps, religious camps, outdoor theaters, public tennis courts, and fishing and hunting areas. There is a growing tendency to acquire special sites for these facilities, some of which may be under private control and may be available to the public on a fee basis. These supplement the public recreational system and should be taken account of where effectively used.

9. A Community Recreation Center. A community recreation center is a specialized multi-purpose recreation area for local communities that may be developed separately but is better when in conjunction with a junior or senior high school. It should be located to serve four or five neighborhoods and be within 20 minutes time by automobile. It should provide a wide range of activities for all age groups as is indicated by public desire including gymnasiums, separate meeting rooms for special age groups (teenagers, senior citizens, community service groups such as the Parent-Teachers Association, the League of Women Voters, and other like organizations), auditoriums, swimming pools, art and crafts workshops, kitchen and snack bars, and other rooms. The National Recreation Association recommends the following standards for the facilities to be included in a Community Center:

	one per:
Gymnasium	10,000 population
Auditorium	20,000 or less
Social room	10,000 or less
Informal reading room	10,000 or less
Arts and crafts	10,000 or less
Club and multi-use rooms	4,000 or less
Indoor swimming pool	50,000 or less

10. Other Properties Related to Parks and Recreation. Areas which are seldom or incidentally used for recreation, but may be a part of the park and recreation system of the community include the following:

a. The Square or Plaza: A small landscaped area, rarely more than a block in extent, to serve as a breathing space for crowded districts or as a proper setting for public buildings.

b. A Parkway: A landscaped part of the highway system in a city or metropolitan area which is a part of the park system.

c. The Roadside Rest: A small area along a major highway where a traveler can stop for a picnic lunch or visit a restroom.

d. Natural History Monument or Historical Monument: A small area preserving a bit of natural flora or historical site which might otherwise be lost in the rush of urbanization.

11. Open Spaces. These are areas of land, either publicly or privately owned, which are devoted or restricted to low-intensity type uses, are essentially of a permanent nature, and serve as a relief from intensively built-up community areas. Typical of such open space uses would be airports, cemeteries, college campuses, private schools, radio towers, sanitariums, major parkways, and other such uses. Topographic features such as rivers, streams, lakes, steep hillsides, rock outcroppings, or heavily wooded areas are also among such open space. There are no exact standards for these uses. Furthermore, to be effective, open spaces should be large enough to function as separators, dividing the urban developments one from the other. They are more useful when located at the periphery of the neighborhood or other urban use areas in such a way that they form the logical boundaries of the area they are defining.

Appendix Table 1

## ESTABLISHED STANDARDS FOR INDOOR AND OUTDOOR FACILITIES

<u>Indoor Facilities</u>		<u>Outdoor Facilities</u>	
<u>Facility</u>	<u>Unit Standard</u>	<u>Facility</u>	<u>Unit Standard</u>
Recreation Building	1/20,000 population	Total Acreage	1/100 population
Gymnasium	1/10,000 population	Playground	1/800 population
Auditorium	1/20,000 population	Playfield	1/800 population
Reading Room	1/10,000 population	Softball	1 Diamond/3,000 population
Social Room	1/10,000 population	Baseball	1 Diamond/6,000 population
Game Room	1/10,000 population	Tennis	1 Court/2,000 population
Arts and Crafts	1/10,000 population	Golf	1 Nine-hole Course/27,000 population
Club Room	1/4,000 population		
Indoor Pool	1/50,000 population	Swimming Pool	Capacity for 3% of population at a time 12 sq. ft. per person

Source: National Recreation Association.